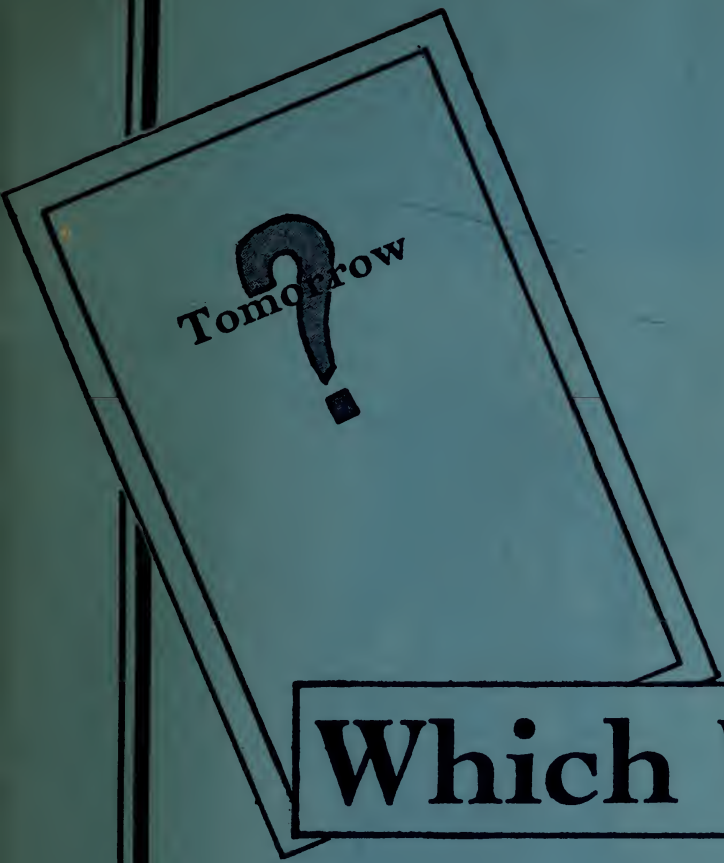

Which Way?

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FOR PENNSYLVANIA

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WHICH WAY?

A Suggested Program

Open for Discussion

Subject to Change

Child Welfare Division
Public Charities Association of Pennsylvania
311 South Juniper Street, Philadelphia,
1305 Fulton Building, Pittsburgh
April, 1930

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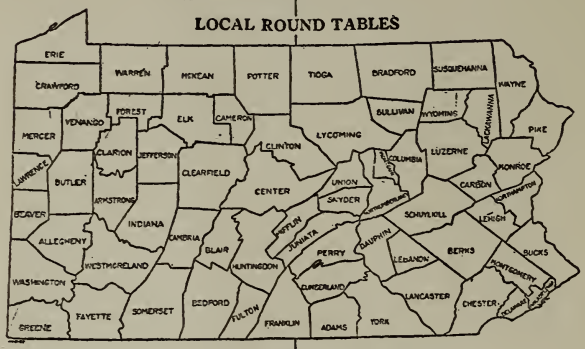
PLAN FOR DEVELOPMENT OF STATEWIDE CHILD WELFARE PROGRAM

PUBLICATION OF "TOMORROW"

LOCAL ROUND TABLES



ORGANIZE STATEWIDE PROGRAM COMMITTEE

SUB-COMMITTEES

- MOTHERS' ASSISTANCE
- POOR RELIEF
- CHILD PLACING AND INSTITUTIONS
- JUVENILE DELINQUENCY
- MARRIAGE LAWS
- DESERTION

- CHILDREN OF UNMARRIED PARENTS
- CRIPPLED CHILDREN
- BLIND CHILDREN
- CHILDREN WITH MENTAL HANDICAPS

DRAFT AND ISSUE TENTATIVE PROGRAM

SECURE STATEWIDE DISCUSSION OF PROGRAM

COMMITTEE REVISE PROGRAM

STATEWIDE CONFERENCE ADOPT FINAL PROGRAM

A PROGRAM FOR CHILD WELFARE IN PENNSYLVANIA

THIS booklet marks the second major step in building a Ten Year Program for Child Welfare in Pennsylvania.

In November, 1928, the Child Welfare Division of the Public Charities Association of Pennsylvania issued the booklet "Tomorrow,"—a group-product, written by a dozen leaders, which raised for discussion many questions as to next steps in ten different fields of child care.

Since then 68 local round-table groups in 38 counties have met to study and discuss those parts of the plan in which their communities are particularly interested. This made it possible for about a thousand persons to share in weighing proposals for legislation and considering suggestions for community education affecting the lives of children in the rural sections of the state as well as the cities. These round-table results, even the most tentative, were gathered and given to sub-committees of experienced laymen and specialists, who have sorted them and drafted a tentative program for your consideration in this booklet.

On the chart opposite you will see how far we have traveled in this adventure in child welfare. The Ten Year Program has been tentatively formulated and approved by the statewide Child Welfare Committee. It is now being sent to the hundreds who have had a part in its making, and to many others. Your comments, criticisms, and suggestions are desired by the Child Welfare Division of the Public Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia. After statewide discussion of this program, and after revision in the light of the suggestions received, the program will be presented to a Statewide Child Welfare Conference, which will meet to adopt

Many of us have high hopes for this experiment in democratic thinking, believing it may replace present confusion in thought and action with an ordered and enlightened effort for changes in which all can whole-heartedly join.

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I

FATHERLESS CHILDREN: THE MOTHERS' ASSISTANCE FUND

By the passage of the Mothers' Assistance law in 1913 Pennsylvania accepted the responsibility of assistance to mothers for the care of their children under 16 years of age, in their own homes, when the father is dead or permanently confined in an institution for the insane.

The law provides a monthly grant of $20 for one child and $10 for each additional child. Residence of two years in the State and one year in the county is required.

The administration of the Fund in each county is in the hands of an unpaid board of seven women trustees, appointed by the Governor. The Fund is now operative in 57 counties. In 34 counties paid workers are employed; most of them have had professional social work experience or training. The work is conducted under the guidance of a State Supervisor, qualified by training and experience, who is appointed by the Governor.

The State appropriation for the biennium 1929-1931 was $2,750,000. In order that a county may receive its allotment, the County Commissioners must match the money from the State with the same amount from county funds. The Fund is allocated to the counties on the basis of the number of eligible families and the amount of the average grant per family.

Statistics compiled as of January 31, 1930, show that 5,439 families, including 17,533 children, were receiving the benefit of the Fund at that time; 1,334 other families, equally eligible, were not being aided because of the inadequacy of the appropriation; and 1,191 applications were listed for which investigations had not been completed. Assuming that 50% of the 1,191 applications pending will prove eligible upon investigation, the total number of eligible families unaided at this time would approximate nearly 2,000. Since the budget to be presented to the Legislature of 1931 will be made up on May 31, 1930 and a year will have elapsed between that time and the actual allocation of the next biennial appropriation, a waiting list of 2 000 is a very conservative estimate.

RECOMMENDATIONS

The program for action in the field of state aid to fatherless families should include the following objectives:

The Waiting List

1. A continuous program of education should be carried on through local groups under the leadership of a statewide committee, to inform the public of the need for greater financial support and further legislation.

2. The first legislative objective should be an appropriation sufficient to clear the waiting list, so that no mother shall wait longer than three months for assistance.

Adequate Grants

3. The monthly grant should more nearly conform to the needs of the individual family. The State Office should study the needs not met by the present maximum grant and the appropriation necessary to provide adequate aid, as a basis for deciding what method of increasing the maximum grant would be best.

Extension of Aid to Other Groups

4. The Mothers' Assistance Law should cover the family of the father who has been declared legally dead.

5. The scope of the Mothers' Assistance law should be extended to include other types of dependent families, or county boards of welfare should be developed to care for dependent families with children not now included in the law, such as those where the father is permanently incapacitated, is tubercular, is in prison, or has deserted. Any extension of the law should assure social case work service for families taken under care. If county welfare boards should be developed, there should be representives of the Mothers' Assistance Fund on such boards.

Equity in Property

6. A revision should be made in the State ruling which provides that a mother is ineligible for Mothers' Assistance if she has an equity of more than $1500 in real estate. A more elastic policy should be permitted.

II

FAMILY AID FROM PUBLIC AND PRIVATE AGENCIES

Of the 67 counties in Pennsylvania, 47 have no private family societies to care for needy families in their own homes. In the 20 counties that have family societies, only 5 agencies are on a countywide basis. Councils of social agencies exist in only 14 counties, and only 7 councils are on a countywide basis. Of our 34 community chests, only 6 or 7 are on a countywide basis. There are 17 social service exchanges in the State but only 4 of them are on a countywide basis.

From these facts and others that could be cited, it is evident that more adequate provision for family aid ought to be made by public agencies.

In 53 counties either directors of the poor or county commissioners acting as directors of the poor are authorized to administer public outdoor relief on a countywide basis.

In Allegheny County the directors of the poor act for the entire county, except the city of Pittsburgh which has a department of welfare. In McKean County the county commissioners act as directors of the poor for all the county except the city of Bradford, which has its own city department of welfare. In Philadelphia there are 6 poor districts within the city and county, (which are coterminous), in addition to territory reserved for relief purposes to the Philadelphia Department of Welfare. Luzerne, Lackawanna and Carbon Counties have a mixed system including city, township, and borough poor districts, and several larger poor districts, each embracing a number of communities. The 8 remaining counties of the State are on the old township and borough system and have from 7 to 36 poor districts each.

It is reported that trained workers are employed by the poor boards in not more than 4 or 5 counties.

Care in almshouses or in county homes should not be a substitute for the relief of needy families, and aged and infirm couples, in their own homes. On the other hand, some persons in need of such care are unable to make a home for themselves, even with assistance, because of old age or physical or mental incapacity. These conditions are reflected in the almshouse

population, of which it is said that about 40% need medical and nursing care, about 40% are aged or infirm, while only about 10% are able to do any appreciable amount of work. Of the 81 almshouses, only 16 have medical facilities that are regarded as good or fair. Outside of Philadelphia and Allegheny County there are only 17 registered nurses in all the almshouses, and only 21 practical nurses and 52 attendants—a total of only 90 persons in any way equipped to give nursing care to about 11,000 inmates.

RECOMMENDATIONS

Countywide Poor Districts Preferred

1. The township and borough systems of poor relief in the 8 counties still having that system should be abolished and the principle of the county unit system instituted. In three counties, Carbon, Luzerne, and Lackawanna, the application of this principle would have to be modified to meet the local situation. It is possible that in these three counties some of the smaller districts may be absorbed or annexed by the larger. Philadelphia and Allegheny counties, now having mixed systems, also need further study to work out their local problems.

Outdoor Relief Should Include Constructive Service

2. Constructive service to needy families is largely a matter of education and public opinion. Such service is possible and implied under the present duties and powers of poor directors. The interpretation of the law to this end depends upon public opinion and the type of poor director interested. An amendment to Section 900, Chapter IX, of the Poor Law Code of 1925 is recommended to provide that "in the administration of relief by directors of the poor emphasis should be laid as far as possible upon the prevention of social disabilities, the removal of causes of such disabilities, and restoration of individuals to normal conditions of life rather than upon the mere amelioration of their condition."

Family and Almshouse Care for the Aged

3. The present trend is in the direction of caring for the indigent aged wherever possible in their own families. When their condition is such that they cannot be cared for in their own

or other families, institutional facilities should be provided. Modern hospital facilities are needed for the chronically sick and bedridden. In the smaller counties regional almshouses or district homes with adequate hospital facilities might be provided for reasons of economy and efficiency.

Public Relief Established in Pennsylvania

4. Pennsylvania is committed to outdoor relief through public agencies such as Mothers' Assistance Fund, poor boards, and county commissioners. Our objective should be to organize these public agencies so that thorough case work will be done and they will assume their full responsibility. To this end there should be a continued education of the public regarding the evident need for expanding the functions and broadening the interpretation of the responsibility of directors of the poor.

Trained Welfare Workers

Under the law and the actual practice, directors of the poor, in their supervision of almshouses and poor farms, do not attend to the work personally but employ special assistants such as stewards, registered nurses, matrons, overseers of the farm, and attorneys. Such persons assist them in the administration of indoor relief. In the General Poor Relief Act of 1925, Chapter 2, Section 211, they are authorized also to employ "trained welfare workers" and all other necessary employees and assistants. Under present conditions directors of the poor in most counties have no time to deal with the prevention of social disabilities, the removal of causes of distress, and the restoration of families to self-support.

5. Public outdoor relief in Pennsylvania in 1928 amounted to $1,936,857. In order that public relief may be administered on the basis of adequate knowledge of each family and with a constructive plan rather than an ameliorating dole, the help of "trained welfare workers" is needed. This would make possible a more efficient expenditure of public funds.

The employment of trained welfare workers should not be made mandatory, since there are not enough professional social workers available at present and because it is better policy to wait until public opinion will fully support employing such workers.

6. There should be some method by which the appointment of trained people could be encouraged. These workers might be approved by the State Department of Welfare, since this approval could be interpreted as a continuation of the Department's present authority in approving plans for almshouses and buildings. Further study of the method of selection and approval of trained welfare workers is needed.

7. Private as well as public agencies have great difficulty in securing qualified, professional social workers. It is not uncommon in Pennsylvania counties for an important position to be vacant from three to six months. In 46 of the 67 counties in Pennsylvania more than half the population is rural, and in many of the other counties a considerable portion of the population is rural. There are not enough trained social workers for the urban communities in Pennsylvania and it is even more difficult to fill vacancies in the rural communities. It is important to recruit a much larger number of students for the educational institutions specializing in the professional training of social workers. These schools and organized groups of social workers should co-operate to study the whole question of recruiting for social work. The existing facilities for training social workers also need to be expanded and in some cases reorganized to meet needs as they are developing today.

Co-operation

8. In order to increase the co-operation between poor relief officials and social workers, it was agreed:

a. As a first step, an effort should be made to have directors of the poor attend the Pennsylvania Conference on Social Welfare.

b. The President of the Pennsylvania Conference on Social Welfare should take up with the President of the State Association of Directors of the Poor the possibility of having a joint conference committee appointed to lead to greater understanding and co-operation between the two bodies and if possible to arrange for meetings of the two Associations to be held during the same week in order to promote better teamwork.

c. The duties and powers of directors of the poor should have further study.

d. The name "Directors of the Poor" should be changed to "Directors of Welfare."

County Boards of Public Welfare

9. Studies should be made of county boards of public welfare which are functioning in a number of states, with a careful consideration given to conditions in Pennsylvania which might make it advisable to adopt some such plan for this State. There should also be further study of the old-age pension plan and its relation to a well rounded county and state welfare program.

III

CHILDREN AWAY FROM HOME: FOSTER CARE IN FAMILIES AND INSTITUTIONS

The "Oneness" of All Child-Caring Work

One of the most important services of this program is to make clear the "oneness" of all child-caring work; to show that different types of care of children are not inherently separate and distinct. All child-caring agencies and institutions have a single objective—the development of the personality of the individual child. A child-caring program must stress those factors which contribute to this end.

RECOMMENDATIONS

The Preservation of Family Life

1. Every effort should be made to prevent the removal of children from their homes for services which their own families may, with assistance, perform with better and more lasting results.

Various social and economic factors cause family disintegration and separation, yet accurate information is lacking as to those which make foster care necessary. It is important to know the parts played by such factors as the following:

- Death of one or both parents
- Abandonment and desertion
- Prison sentences (parents)
- Mental, psychological, emotional and personality factors in the child
- Unmarried parenthood
- Dangerous and unhealthful occupations
- Unhealthful living conditions
- Unsocial recreation conditions
- Unemployment—underemployment
- Lack of family welfare service and adequate relief standards
- Illness (physical)
- Physical disability (parent, child)
- Insufficient wages (chief wage earner)
- Mental, psychological, emotional and personality factors in the parents (domestic discord, separation, divorce, improper guardianship, immorality of parents, neglect)
- Poor or inadequate service by social welfare agencies

The interplay of many such factors leads to much so-called "poverty." It is a principle of enlightened social work that children must not be removed from their own homes solely because of poverty, yet it is not easy to interpret each situation on the basis of purely "poverty" factors. The bed-rock of good social case work is careful and understanding reception. Lack

of this, and of thorough family case work in many communities leads to the overloading of children's agencies and consequent maladjustment of children.

Agencies and individual workers, concerned with prevention and reduction of child dependency, should strive for increasingly accurate presentation of the causes which break up families and separate children from their homes. Social case workers in child-caring organizations have come to see that the actual causes of family breakdowns are economic and social, as well as personal. They are beginning to ask to what extent industrial conditions contribute to dependency; what part health protection will play in preventing unnecessary deaths of parents. Too long we have attributed child separations to the personal inadequacy of parents.

Co-operation for Family Assistance

2. Development of a sound child-caring program depends largely on efforts to protect families through social work. Public relief is the chief factor in family social work in almost all Pennsylvania counties. Private family case work agencies are limited in number and operate in only a few counties. Children's agencies should help public officials and representative citizens to develop good social work standards so these officials can more effectively carry their fundamental responsibility for family aid.

The Basic Principle in Foster Home Care

Where separations are necessary, the fundamental consideration should be, "What are the needs of this child? What must be done to meet them?" Child-caring organizations and other social case work agencies have suffered because they have failed to define their proper task.

3. Emphasis should be laid on providing the closest approximation of sound family life for those who must be so removed, and with their return, where possible, to the parental home. Children should be aided in maintaining normal family relationships.

A New Use of Funds for Child-Care

4. Private child-caring organizations often have much larger

financial resources than private family case work agencies. Where possible, some of these privately administered funds should be used for relief of children in their own homes, thus preventing removal.

Dependency Out of the Juvenile Court

5. Dependency as a social welfare problem should be removed from the jurisdiction of Juvenile Courts. This assumes the setting up of adequate machinery in public agencies to provide effective child care; provision for family work, public or private, in every community; and the development of good standards among private child-caring organizations.

Child-placing for Gain

6. Pennsylvania needs a law to prohibit placement of children for commercial gain. The provisions should be so safeguarded as not to interfere with legitimate payments to foster families. The activities of private individuals operating throughout the state in the child-caring field call for careful control.

Incorporation of New Agencies

7. The incorporation of private social welfare organizations should be subject to approval of the State Department of Welfare, as in many other states.

Prosecution of Agencies for Neglect

8. The Administrative Code should be amended to make it possible for the Department of Welfare to prosecute organizations guilty of gross negligence, continued neglect, and low standards of care. The amendment should carry a penalty.

A Study of State Licensing

9. The whole matter of state licensing of welfare agencies, and special licenses for performance of particular services, as in foster family care, should be studied by a committee appointed by the Child Welfare Division of the Public Charities Association of Pennsylvania, a report to be made if possible before the end of 1930.

The Workings of the Adoption Act of 1925

10. The workings of the Pennsylvania Adoption Act of 1925

should be studied by a committee of the Public Charities Association, to report in two years. This committee should determine whether nullification of the law is growing. Some pending cases might be appealed to test its constitutionality.

The Need for Trained Workers

11. All child-caring organizations should operate under trained and competent direction and in accord with accepted social case work standards. More qualified social workers are needed, especially in the smaller counties. Suggested measures to meet this need are: (a) the recruiting of students for training in social work; (b) the strengthening of contacts between the sociology departments of colleges and universities and the social work group; and (c) extension courses throughout the state.

Community Programs

12. Child-caring organizations should assist in the development of community welfare programs through promoting unity of action in their communities and counties. Councils of social agencies and county welfare boards are constructive media through which to work. The State Department of Welfare, the Public Charities Association of Pennsylvania, the Pennsylvania Conference on Social Welfare and other statewide organizations should stimulate discussion of the importance of county-wide welfare organizations.

IV

CHILDREN BEFORE THE COURTS: JUVENILE DELINQUENCY

The first constitutional Juvenile Court Law was passed in Pennsylvania in 1903. Legally, all child offenders under sixteen years of age may be taken (except in case of murder) to the Juvenile Court. These children, as well as dependent and neglected children, may be brought before the Court on petition. There is provision under the School Code for juvenile court procedure in certain cases of incorrigibility, truancy and insubordination. The law provides for the commitment of children to various institutions; one State-owned, four county, and eighteen private institutions accept delinquent children.

Juvenile Courts have been slow in developing, and it is estimated that half the delinquent children in the State are handled in other courts. Under the present laws a county may have no Juvenile Court or a very poor one. There are no accepted standards of service throughout the state.

RECOMMENDATIONS

Jurisdiction in Children's Cases

1. There should be increased co-operation of magistrates and police departments with probation officers in the effort to have juvenile cases referred directly to the probation officer.

2. Justices of the peace, aldermen and magistrates should be required to notify the Juvenile Court or the juvenile probation officer of all juvenile hearings. All cases not dismissed by justices, aldermen, and magistrates should be referred directly to the Juvenile Court. All costs imposed by justices, aldermen, and magistrates in juvenile cases should be subject to approval by the Juvenile Court.

Age of Children Raised

3. The Juvenile Court age should be raised to include boys and girls under 18, but the judge should have power to refer children 14 years and older to the Quarter Sessions Court, in special cases.

Dependent Children

4. Dependent children should be removed from the jurisdiction of the Juvenile Court, except in cases involving custody, improper guardianship, or neglect. This assumes the development of adequate machinery in public agencies to care for dependent children.

Juvenile Court Judges

5. The following educational measures are recommended in the belief that they may lead to possible future legislation.

a. In counties where there is more than one judge, one judge should be assigned to all children's cases.

b. The referee system should be increasingly utilized.

Qualified Probation Officers

At present some 43 of the 67 counties have paid probation service, varying greatly in quality. There should be at least one probation officer in each county, although in the smaller counties one person may combine these duties with other social work.

6. Minimum standards for probation officers should include a high school education and one year's experience in a recognized social agency.

7. A state body under public auspices should be established to give advice and information to judges and probation officers of the various county courts concerning matters of probation and parole. This body should be established either as an independent branch of the state government or as a bureau in an existing department.

8. A case-load of 50 active cases should be a maximum for each probation officer.

A Statewide Plan for Institutional Care for Delinquent Children

9. All applications for charters for new child-caring organizations should be approved by the State Department of Welfare.

10. Detention of children in jails and prisons, either before or after hearings, should be a misdemeanor.

11. The State Department of Welfare should be empowered to order the removal of children from jails and prisons.

Community Resources

12. Special community studies which focus attention upon "danger spots" for the child should be encouraged. Special consideration should be given to a lack of resources which may result in juvenile delinquency, or the placing of children in institutions for delinquents and in almshouses.

13. There should be adequate provision for clinical psychiatric and psychological examinations of all children before the courts, in every county.

14. Every opportunity should be taken to educate public opinion regarding the function and practices of the Juvenile Court.

V

THE DESERTED FAMILY

The legal and social problems of desertion and non-support are almost identical. The 28 private family agencies in Pennsylvania find the problem of desertion and non-support a major concern. Twenty-five per cent of the total cases in the Harrisburg family agency has non-support or desertion or both as a factor. The Erie Family Society for the year 1929 had the problem in 10% of their cases; the Philadelphia Society in 12% of their families for 1928, and 13% for the first half of 1929; the Pittsburgh agency in 13% of their families for 1928. Since there are only 28 private family agencies in the 67 counties of Pennsylvania it may be assumed that these figures give only a faint indication of the proportions of the problem. This assumption is supported by the fact that the collections through the non-support court in Philadelphia amounted in 1929 to $2,097,000; and in Allegheny County 1,241 orders were made for 1929, with payments amounting to $793,000.

Social case work brings much to the solution of both problems, beginning with the incipient problems of marital infelicity, but case work is much more successful in the given situation if it is supported by an adequate law administered by a socialized court.

The present legislation in Pennsylvania consists of many different acts. Jurisdiction is given to the Courts of Quarter Sessions except in two counties. In Philadelphia County jurisdiction is given to the Municipal Court of Philadelphia; in Allegheny to the County Court, except that this court has no criminal jurisdiction, and when the law making desertion and non-support a misdemeanor is used for purposes of criminal prosecution, the case must be tried by jury in the Court of Quarter Sessions. In Philadelphia the matter is taken up either in the Criminal Division of the Municipal Court or in the Quarter Sessions Court. In all other counties proceedings must begin in the office of an alderman or justice of the peace. When proceedings are before aldermen or justices of the peace a warrant is issued and an arrest follows.

The courts may act as follows: They may make a support order directing the payment of a certain sum for support of

dependents, with or without a bond; commit the defendant to the county prison; place him on probation with or without a support order; or commit him to the workhouse, county prison, or house of correction with order for the payment of 65 cents per day for support. The judge possesses broad discretionary powers and orders may be modified from time to time. The usual method of the court, outside of a few counties, seems to be to make an order, and depend for enforcement on the ability of the court to punish for non-payment.

Since so much of the problem is already being handled through the court, and since the expectation is that in many of the counties the development in family social work will be through some public agency, the responsibility for developing a large part of the following program for the treatment of desertion and non-support may well be placed on the public rather than the private agencies.

RECOMMENDATIONS

Domestic Relations Courts

1. Some of the fundamental attributes of a good Domestic Relations Court, including case work service, may be achieved without legislative action. These points should be the basis of the immediate program. Interest on the part of the judges serving exclusively in these courts or devoting part of their time to this service is a prerequisite. This interest will be stimulated if the community regards the dignity and status of the court hearing desertion and non-support cases as commensurate with that of the other courts of record. The most influential public opinion will be within the legal profession itself.

2. Domestic Relations Courts should be established in the various counties of the State. Any county should be permitted to establish a separate domestic relations or family court for the hearing of cases concerning non-support, desertion and family difficulties, where the number of cases justifies a separate court. In counties where the number of domestic relations or juvenile cases are few, the family court should handle non-support, desertion, domestic relations cases and also juvenile problems.

If the present system is continued, in which the Quarter Sessions Courts, the Municipal Court of Philadelphia, and the

Allegheny County Court act in desertion and non-support cases, then special provision for the hearing of such cases should be made apart from other cases.

Legal Processes

3. In counties outside of Allegheny and Philadelphia, the law should be changed to provide for bringing cases into court by petition as an alternative to proceeding by arrest, warrant or information.

The petition method would provide direct and simple access to the court of record itself, making it unnecessary, if the client so wished, to approach the court through local justices of the peace or aldermen, but permitting her to do so when such proceeding was more convenient or desirable.

4. There should be close co-operation between probation officers and justices of the peace and aldermen in cases where proceeding is by information or warrant. Justices and aldermen should be stimulated to avoid arresting the man whenever possible. They should advise the probation officer of the filing of an information, and send the transcript to the higher court at once. It is impracticable to have justices and aldermen bring men before them without arrest, since their authority is exercised only through constables.

5. In the operation of the non-support and desertion courts, and especially in the search for deserters, the offices of the sheriff, district attorney and other public officials need development both in interest and in perfecting cooperation. In large centers a special assistant district attorney might be assigned to such cases.

6. The district attorney should be guided by knowledge of individual cases. Each situation should be studied separately by the district attorney with the aid of social investigation of the probation officer.

7. The courts should use probation officers to follow up deserters in other counties and communities. They should establish contacts with social agencies and probation departments in other communities in an effort to follow up deserters effectively. In many cases the probation officer could follow up the man and obtain support from him without causing his arrest, when he has left town and is working in another city.

8. Constables and police departments should be used to serve warrants in other counties. The warrant should be lodged with the constable or police department for service when the man is located. These warrants should be endorsed by the Judge or District Attorney.

Use of Workhouses and Jails

9. The workhouse should be used by case workers and probation officers only as a last resort. Constructive possibilities in the use of workhouses are at present slight. In any case the use of a jail where there is no activity on the part of the prisioner is undesirable.

Employment for Deserters

10. Greater use of public works should be developed for the employment of men sentenced to detention because of non-support. Payment of the wife when the husband is sent to the workhouse should be increased from the present rate by legislative act. In drafting this legislation there should be taken into account the possibility of having payment made to the man on the basis of earnings rather than as a payment from the poor funds of the county.

11. When no support order is made or the court order to pay support has been disobeyed and the man is sent to a county jail or workhouse, the payment of the prisoner should be based on the work done. Payment might reach a maximum of $2 per day, depending on the character of the work and the skill of the worker.

12. When such work is done on county public works the payment should be made by the county. No part of the man's wages should be paid back to the county for board, since the county would receive the benefit of the man's work.

13. When such work is done on township or municipality roads, public works, the payment should be made by the township or municipality. In addition the township or municipality should pay the county the cost of the man's board at the jail or workhouse.

Grants in Relief

14. Whenever it is impossible to provide payment for work

done by prisoners because of lack of work facilities in the penal institution, then grants of relief should be made. The present allowance of 65 cents per day is insufficient. The amount should be based on the needs of the family. The amount paid should be distributed for the benefit of the family at the discretion of the court. This might be done through the probation officers.

15. The present law providing 65 cents per day to be paid to the families of prisoners who are deserters, and also the law providing $1 a day for county road and bridge work should be amended. The man himself should receive no part of his earnings, or any part of the relief grant, since he is a deserter and not supporting his family.

Promotion of Prison Farms and Work in County Jails and Workhouses

16. Each county should seek to promote prison farms and work in the county jails, in order that deserters may work to provide for their families while in jail.

Support Orders

17. The average order now made in court bears little relation either to the budgetary needs of the family or to the man's earnings. These two factors should be taken into account, but a sufficient amount should be left to the man to pay for food and shelter, with a margin for clothing and incidental expenditures.

18. A new interpretation should be sought for the present rule that thirty days must elapse before any action may be taken when a man is in arrears with his court order. If necessary a modification by legislative enactment should be asked so that the period may be at the discretion of the court.

Illegitimacy

19. Without waiting for the advent of a Domestic Relations Court, greater use should be made of the non-support court rather than of the criminal court in cases of illegitimacy, if the father admits paternity. This practice is used in Philadelphia and grand jury indictments and trials, humiliating to unmarried mothers, are avoided.

Probation and Social Equipment of Courts

20. A State Probation Department or Bureau should be established to give advice and information to judges and probation officers concerning matters of probation and parole. This service should be rendered either by a newly created branch

of the Government or by the State Deparment of Welfare. It should be the function of the state probation organization or the Department of Welfare to devise or recommend standard record forms for the use of the courts.

21. Minimum standards for probation officers should include a high school education or its equivalent and one year's experience in a recognized social agency.

22. Probation officers should be paid adequate salaries. There is no maximum for non-support and desertion probation officers, while there is a maximum of $1800 for juvenile officers. The court, therefore, is in a better position to obtain qualified probation officers for non-support and desertion cases than for other types of cases. It is important that no maximum salary be set, so that the courts may obtain the best officers commensurate with the service, needs and resources of the county.

23. The chief functions of the probation officers are (1) to sift cases; (2) to make unofficial adjustments as referee; (3) to obtain adequate investigations—social, medical, psychiatric; (4) to supervise individuals on probation or under court order; (5) to assist in collecting court orders. The basis of action should not be that of collecting a court order, or that of reconciling husband and wife, but that of adjusting the basic difficulty. The support orders should be made and collected, and reconciliations effected, as part of this case work process.

24. Probation officers should co-operate closely with the socia agencies of the county and they should use the Social Service Exchange.

25. Every court should have access to adequate psychological and psychiatric service. This service should be used by the court or probation officers as a routine matter before court hearing or disposition in all cases where abnormal or subnormal conditions are indicated; and also in cases of personality difficulties.

The service at present supplied by the State Department of Welfare should be extended so that there may be adequate and regular service in every county of the State and every important population center. Clinical service might be supplied through community chests or other private philanthropies in important population centers when such facilities are not adequate.

26. Employment and work habits are basic in most domestic

difficulties; it is therefore essential for probation officers to obtain employment for probationers. In this connection the probation officers should make contacts with employers in the county.

27. Every probation officer should have adequate social records. These records should contain face sheet information concerning the formal dispositions made by the court and probation department. The record itself should contain notes of all investigations and data concerning supervision.

28. A good record of accounts concerning the collection of support orders is essential. A collection report should be turned in monthly to the judge, listing orders made, with their amounts; orders paid with the amounts paid; orders not paid with reasons for non-payments; orders modified or changed with reasons for modification or changes; orders vacated with reasons for voiding.

The accounts should be audited regularly by the county controller. Whenever the collection work is large enough, a special collection department should be established, and the work of the supervisory probation officers be separated from though correlated with the collection work.

29. In order to insure the social as well as the legal handling of cases, it is advisable for the probation officer to have authority to weed out or sift cases that need not come into court. The probation officer should be given authority to act as referee in such cases with the approval of the judge as to final disposition in each case.

Cases could be handled by probation officers when court action or a commitment is not necessary, or when both parties are willing to agree as to the amount of support. This unofficial work of probation officers should be developed. It would be especially valuable in rural counties where the judge has to travel from county to county.

Provision for Socialized Court Service in Rural Counties

30. Providing socialized court service in small rural counties presents difficulties in financing the salary of the probation officer. A county welfare agent, or a social worker associated with the family agency, might be appointed as probation officer. The probation officer in such counties might be given authority to act as referee and settle cases with the approval of the judge.

VI

CHILDREN OF UNMARRIED PARENTS

At the present rate, during the next ten years, about 45,000 children will be born in Pennsylvania of unmarried parents. Many social factors may affect this estimated total. A discussion of the causes back of illegitimacy would involve all the resources of the community for wholesome living and would lead to study of problems of race, religion, recreation, industry, poverty, bad housing, and family unity.

The laws covering illegitimacy are state-wide but their interpretation differs greatly. Too often punishment of the man rather than the protection of the child is considered of paramount importance. The attitute of the medical profession also varies widely. Some physicians not only minimize the importance of a nursing period but also encourage the mother in falsifying the information on the birth certificate.

Ideals of social treatment are equally lacking in uniformity. Early separation of mother and child and adoption of the child is the policy of certain agencies, while other organizations believe that both the mother and child have a far better opportunity if the situation is faced squarely and the child is brought up in the family group of which it is a member.

Work with unmarried parents is hampered by conventional attitudes toward sex. Estimable persons who would hesitate to misrepresent trifling facts are willing to advise an unmarried mother to embark on an elaborate series of lies in order to protect what they conventionally term her "reputation." Psychiatrists are teaching each day the value of facing reality. Educational publicity regarding this need is a basic part of a ten-year program for the care of the children of unmarried parents.

RECOMMENDATIONS

The following program is along the lines of education and research rather than of legislation.

Special Committee on Legal Procedure

1. A special committee should be appointed to study the existing laws; legal procedure under these laws; and possible need of amendments to the laws. The following suggestions are submitted for consideration by this Committee:

a. Existing laws pertaining to children of unmarried parents should be interpreted as uniformly and liberally as possible.

b. Civil rather than criminal procedure should be utilized whenever possible, thus emphasizing support for the child rather than punishment of the man.

c. The possibility of providing for court action other than on the initiative of mother should be considered.

d. Better methods for registration of illegitimate births should be considered. Under present procedure, the woman can name any man as father of her child and have it recorded as part of the birth registration without his knowledge.

The question is raised as to whether the law should be amended so that no man can be named as father of the child without his written consent, or unless there be legal proof of his paternity.

e. The principle embodied in Section 5 of the Uniform Illegitimacy Law should be considered:

The obligation of the father, where his paternity has been judicially established in his life time, or has been acknowledged by him in writing or by the part performance of his obligations, is enforceable against his estate in such an amount as the court may determine, having regard to the age of the child, the ability of the mother to support it, the amount of property left by the father, the number, age, and financial condition of the lawful issue, if any, and the rights of the widow, if any.

The court may direct the discharge of the obligation by periodical payments or by the payment of a lump sum.

f. The question of a compulsory nursing period for a child with its mother is not a matter for legal or administrative action, but is a medical and social problem.

First Steps in a Program of Education

Prenatal care as early as possible, hospitalization at the time of delivery, and a nursing period of at least three months are fundamental principles regarding which education is needed.

2. A statewide committee should be created to be responsible for a continuing educational program on standards of care for children of unmarried parents.

3. An educational pamphlet should be published regarding

the medical and social care of the unmarried mother and her child.

4. "A Study of Maternity Homes in Minnesota and Pennsylvania" by Miss A. Madorah Donahue made for the United States Department of Labor Children's Bureau in 1923 (Publication No. 167) should be brought up to date.

5. Changes of procedure in the use of birth certificate should be developed in order to protect the child of unmarried parents at the time when certified proof of birth is required.

Points Demanding Further Study and Discussion

6. The following questions should receive further study and discussion throughout the State:

a. What should be the attitude of case-working agencies toward out-of-state patients and dependent aliens?

b. What provision should be made against the birth of children in almshouses and jails?

c. What is the responsibility of the agency in the larger community toward the unmarried parents of the smaller community?

d. What is the medical and social responsibility of the social case-working agency in the large community toward the development of resources for unmarried parents in the smaller community?

e. What is the responsibility of the case-working agency toward the development of adequate institutional resources for unmarried parents who are mentally so abnormal or subnormal as to prevent them from making satisfactory adjustments in the community?

f. When a mother is physically, mentally, or morally unfitted to retain the guardianship of her child, should that child be placed only through accredited child-placing agencies?

VII

CRIPPLED CHILDREN

A cripple is defined as "one who by reason of congenital or acquired defects of development, disease, or injury, is deficient in the use of his body or limbs."

Since the passage of the Crippled Children's Law of 1923, at least 17,000 crippled children have been brought into touch with various medical and educational resources of the State. Thirty-one special classes for crippled children, twenty-seven of them in the public schools, are each receiving approximately $300 a year in State subsidy. Sixty-one State-aided hospitals are doing orthopedic work, and eight private institutions give care. Appropriations totalling $600,000 have been made for the building of a State hospital at Elizabethtown for tuberculous crippled children.

Nineteen centers for the examination and care of crippled children have received State Aid through the Orthopedic Unit of the Department of Welfare. In co-operation with the Orthopedic Unit of the Department of Welfare and the various groups, especially the Rotary Clubs, that are interested in the problem, the Pennsylvania Society for Crippled Children is helping to develop clinics, advising in individual cases.

RECOMMENDATIONS

Organization

1. An organization composed of state, county, and civilian agencies should be prepared to meet all phases of the problem throughout the state in order to insure to each crippled child an opportunity to become a self-supporting citizen. The Pennsylvania Society for Crippled Children through a strong representative membership of interested individuals should continue to sponsor the work throughout the State by:

   a. Arousing and sustaining public interest.

   b. Co-ordinating the work of all local civilian agencies with the State Departments.

   c. Co-operating with other interested statewide organizations in the enforcement of existing laws and in influencing desirable legislation.

d. Disseminating information furnished by the International Society for Crippled Children and other information gathered from studying conditions and observing results elsewhere.

2. The entire State should be sub-divided into small district units consisting of one or more counties or parts of counties as geographical, financial and civic conditions determine to be expedient, and these units should be incorporated under the laws of the Commonwealth.

The Pennsylvania Society for Crippled Children should continue its work in organizing these district units composed of members of service clubs, fraternal societies, Red Cross, visiting nurse associations and individuals residing in the particular districts.

The Pennsylvania Society for Crippled Children should continue as an advisory organization in effecting proper co-ordination between the State Departments and the district units.

A Well-rounded Program

A complete program for crippled children requires consideration of the following activities: the locating of cripples; transportation; examination and treatment; care; education; rehabilitation and employment.

The Locating of Cripples

3. Means should be found of locating and recording all the crippled children throughout the State.

a. The district units should be responsible for collecting this information by using any or all of the following resources in seeking the crippled children:

State Department of Health: nursing service, health car, school inspections.

State Department of Public Instruction: school enumerators, school teachers, attendance officers.

State Department of Welfare: Mothers' Assistance Fund Boards, Bureau of Children, Bureau of Assistance, Bureau of Mental Health.

Local Organizations: service clubs, fraternal societies, churches, postal employees, local nursing services.

b. After the completion of the initial survey in each district

unit a definite time should be set aside for an annual survey, so that all records may be brought up to date.

c. A special committee should be appointed to study results of birth registration of congenital deformities in other states.

Transportation

4. The district units should develop an organization to provide transportation of the crippled children from their homes to various clinics, hospitals and schools as required. The following agencies should be considered in organizing transportation service: service clubs, fraternal societies, school districts, Junior Red Cross, individuals.

Examination and Treatment

5. Proper facilities should be provided throughout the State for the diagnosis, hospitalization and re-examination of all crippled children.

a. The State Department of Welfare through its Orthopedic Unit should continue to supervise the 19 state-aided clinics by field representatives who are registered nurses with special orthopedic training or experience.

b. The State Department of Welfare in conference with the Pennsylvania Society for Crippled Children, prior to the beginning of each biennium, should consider the number and location of state-aided clinics, making readjustments as conditions warrant.

c. The number of state-aided clinics should be reduced as soon as conditions permit and a small number of strategically located permanent clinics should be established under the appropriations made to the Orthopedic Unit of the Department of Welfare.

d. Crippled children with mental defects should be examined and treated at mental health clinics before corrective work is started.

e. The district units should resort to the provisions of the Crippled Children's Law in connection with the financing of indigent operative cases, including the purchasing of apparatus.

f. Legislation is required for the maintenance of the Elizabethtown Hospital; for a possible future expansion of this institution; and for the erection of additional institutions if they are needed.

Care

6. Each operative case should receive adequate post-operative care by graduate nurses.

a. Each child should be returned to his home for convalescent care, if the home conditions are satisfactory; if not he should be sent to a crippled children's home, a foster home, or a good private home.

b. Each district unit should have at least one full-time trained nurse or trained social worker to follow up cases in the homes. In rural districts where finances will not permit the services of a full-time trained nurse or trained social worker the state, county or local nurses should assume this important task.

c. The Pennsylvania Society should urge the erection of several small convalescent homes in strategic rural locations, close to larger communities, throughout the State. Funds for the erection and equipment of these homes should be provided by private groups or by public appropriation.

d. Summer camps should be conducted in connection with the orthopedic clinics, schools or homes.

e. The Department of Labor and Industry together with the Department of Public Instruction should supervise occupational therapy activities in convalescent homes.

f. Instruction should be provided by the local school district under the provisions of the School Code.

g. The State Department of Welfare should continue to supervise custodial care institutions.

Education

7. Crippled children should have the same educational opportunities as normal children.

a. The crippled child should be placed in a regular school class, provided his physical and mental condition will permit.

b. Special classes should be provided where physical handicaps

require special furniture or equipment and physiotherapy or other special care at intervals for the children.

c. Visiting teachers should be provided for convalescent cripples confined to their own homes.

d. Adequate teacher-training courses should be established in State Teachers' Colleges to meet the certification requirements of the Department of Public Instruction.

e. School districts in rural sections should combine in providing education for crippled children as provided for under the School Code.

f. Emphasis should be placed on the vocational guidance of the crippled children in special classes.

g. The appropriation to the Section of Special Education, Department of Public Instruction, should be increased so that more financial assistance may be given the school districts to estabish special classes for crippled children.

h. The personnel of the Section of Special Education, Department of Public Instruction, should be increased in order to supervise and promote more adequately the development of special education for crippled children as provided by the School Code.

Vocational Training

8. The crippled child should be trained so that he may be self-supporting, so far as he is physically able.

a. The state appropriation to the Department of Labor and Industry should be increased to take full advantage of the appropriation made available by the Federal Government. At present federal funds to the extent of some forty or fifty thousand dollars are not being used. During the federal fiscal year July 1, 1930—June 30, 1931, there will be available about $100,000 for Pennsylvania.

b. The personnel of the Bureau of Rehabilitation should be increased so that patients crippled at birth or by disease may be trained on a par with patients crippled by accident.

c. The Pennsylvania Society for Crippled Children and the local organizations should consult with the Department of Labor and Industry concerning possible ways of assisting cripples in defraying living expenses during the vocational training period.

d. The appropriation to the Bureau of Rehabilitation, Department of Labor and Industry, should be increased so that tuition and training opportunities may be offered to all who are eligible; and an adequate amount be available for artificial appliances and department personnel.

Employment

9. A plan should be developed for adjusting trained cripples in employment and thus assisting them to become self-supporting. This service should be developed under the direction of the Department of Labor and Industry.

10. The law should be amended to include this service under the Department of Labor and Industry.

11. The present workmen's compensation law should be amended to protect the employer in the employing of a trained cripple.

VIII

CHILDREN WITH VISUAL HANDICAPS

Children with visual handicaps should be regarded as a special group in the population of the state who demand classification and attention. Opportunities for physical and mental as well as social and economic development should be secured for them equal to those enjoyed by children with normal vision. Service to them lies along three lines: conservation of vision, prevention of unnecessary blindness, and education and training.

The term "visually handicapped" as applied to these children includes the following groups:

a. The blind: Those who have less than 1/10 normal vision in the better eye. There are in Pennsylvania approximately 800 children in this group.

b. The partially sighted: Those who have better than 1/10 and not more than 2/5 normal vision in the better eye. One out of every 500 school children falls in this group.

c. The visually impaired: Those who have vision better than 2/5 and below normal in the better eye. One out of every 12 school children has some impairment of vision.

Many resources for developing a program are to be found in the state and municipal Departments of Health, of Welfare, and of Public Instruction; and in co-operation secured from local professional groups and from general community groups such as parent-teachers' associations, women's clubs, and fraternal organizations. The State Council for the Blind (an administrative body within the Department of Welfare, created by Act of Assembly in 1925) is especially charged with the responsibility of securing co-operation from these state and local sources.

The objectives in developing a program for the care of children with visual handicaps relate to their location; examination; classification and treatment; education and social adjustment; vocational guidance and training; and their placement and follow-up.

The main developments in these various fields should be along the lines of popular education and community organization, with increased financial resources, from both public and private sources.

RECOMMENDATIONS

Location

1. A complete state register of all blind and partially seeing children should be built up. To this end the State Council for the Blind should extend the scope of the survey, begun in 1926, to include all children who should be educated in sight-saving classes.

Examination, Classification and Treatment

2. Skilled medical attention must be secured for all visually handicapped children, so that they may be thoroughly examined and treated according to their degree of vision. The Pennsylvania Institution for the Instruction of the Blind, the Western Pennsylvania School for the Blind and the Pennsylvania Home Teaching Society should study the communities they serve to determine available medical, surgical and social equipment. Reports of their findings should be submitted to the State Council for the Blind.

Education, Vocational Guidance and Training

The visually handicapped child is entitled to education and training equivalent to that provided for the child of unimpaired vision, in preparation for his assimilation in the community. Vocational training too, suited to his capabilities and interest, is the right of every blind and partially seeing child.

The Education of the Blind Child

The Pennsylvania Institution for the Instruction of the Blind in Philadelphia and the Western Pennsylvania School in Pittsburgh, with St. Mary's Institute for the Blind at Lansdale, provide instruction for about 400 children. There are at least that many more without special training, one-half of whom could profit by instruction. The Compulsory Education Law includes both blind and deaf children.

3. The state funds now available for the training and care of pre-school blind children in institutions should be made equally available for providing foster home care wherever possible.

4. Provision should be made for social visitors trained in educational methods for the blind to visit homes of pre-school blind children for the purpose of conferring with parents on the training of such children.

5. Additional funds are needed for the schools for the blind in order to insure the following results:

a. The elimination of waiting lists in all residential schools.
b. A better classification of the pupils on the basis of their ability.
c. An enrichment of the curriculum.
d. Increased salaries for teachers.
e. The development of summer schools.

6. Blind children of requisite ability should be encouraged to attend schools for the seeing, after a period of initial training with those similarly handicapped and the mastery of necessary special educational appliances.

7. Provision for higher education should be extended to include:

a. Larger use of Pennsylvania's diversified educational facilities, through scholarships and through the active co-operation of educational institutions throughout the State.
b. Extension of volunteer service in reading and transcribing texts into Braille, now so well done in Philadelphia by organized groups and individuals.
c. Adequate provision for necessary embossed textbooks.

The Education of the Partially Seeing Child

8. Sight-saving classes should be organized by school districts where there are ten or more children who have insufficient vision to use the texts and materials of the regular grades.

9. Centers for sight-saving classes for the partially seeing children living in isolated parts of the State should be organized in connection with training schools at State Teachers' Colleges. These centers would provide education and training for the partially seeing in the same way as do resident schools for the blind and the deaf.

10. Training courses should be organized in one or more of the State Teachers' Colleges, for teachers of such sight-saving classes, as the need arises.

11. Greater consideration should be given to the proper lighting, decorating and equipment of all school rooms as a measure for vision conservation. This should be done under the direction of a competent lighting engineer.

12. Adequate provision should be made for "clear-type textbooks"* and development of volunteer reading service.

13. Vocational guidance and training should receive special emphasis in an educational program for the visually handicapped, and should be extended to the homes of children who have not been able to receive or complete such training in local or residential schools.

The Education of the Visually Handicapped Child of Inferior Mentality

14. Facilities should be developed for the education of blind and partially seeing children with mental handicaps, whose degree of subnormality does not indicate the need of institutional care.

15. A law should be passed carrying a sufficient appropriation to initiate an experiment of caring for a small group in one of the existing institutions for the feeble-minded. The appropriation should be sufficient to provide one special teacher for each group of ten children.

Placement

Suitable employment for visually handicapped persons should be secured.

16. A detailed study of the professional, commercial and industrial occupations open to persons of impaired vision should be made with a view to adapting the school curricula to give preparation for these occupations.

17. A commission should be appointed by the Governor to study and report on the opportunities for employment of handicapped persons. This commission should include representatives from the State Department of Labor and Industry, manufacturing and industrial interests, public utilities, and health and social agencies.

Follow-up in the Home

Visually handicapped children who present problems of health, social adjustment or employment should receive follow-up care at home.

18. Health and social agencies should accept for care all cases

* Textbooks printed on unglazed manila paper with broad-face type.

of visual impairment on the same basis as other physical or mental handicaps.

19. All eye and venereal disease clinics should provide nursing service for follow-up care.

20. Health and social agencies should secure periodic examination and treatment of the families of children whose blindness is known to be of a transmissible origin.

Education of the Public

21. The attention of the public should be called to such information about the capabilities and needs of the visually handicapped as will lead to a better understanding of their requirements and a greater interest in their development.

Co-ordination

22. The forces of professional and lay groups should be assembled in order to create a volume of interest which will demand opportunities for the normal development of the visually handicapped and effective measures for the prevention of unnecessary blindness.

IX

CHILDREN WITH MENTAL HANDICAPS

This program deals with the following topics: feeble-minded children; psychotic or mentally ill children; child guidance clinics; and mental hygiene in the schools.

FEEBLE-MINDED CHILDREN

On the basis of various surveys and estimates it is conservative to state that probably 0.4% of the total population may be classified as mentally defective. On this basis Pennsylvania has approximately 40,000 defectives. It would of course not be financially possible for the State, nor desirable for the individual child, to institutionalize this number. As a matter of fact, about 11% (4500) are in schools for defectives. Pennsylvania's institutional needs for this group are between 10,000 and 12,000 beds.

A complete state program would embrace five main factors: (1) identification or diagnosis; (2) registration; (3) education; (4) segregation; (5) community supervision.

RECOMMENDATIONS

Identification

1. It is necessary to discover by means of thorough diagnosis what children are defective, the community resources, and the conditions under which they are living. One of the best means of identification is through the mental clinics of the State, and by examination in the public school of every child that is retarded. This would demand full co-operation with the Department of Public Instruction, the State Hospitals, and the Bureau of Mental Health of the Department of Welfare. The organization of special education departments in schools, with adequate personnel, should be encouraged. In no way can we give to the public a better appreciation of the needs of the defective than through personal contact with parents, teachers, and employers.

Every school for defectives should have an out-patient department, and act as a center of advice and information to help adjust in the community those feeble-minded children who are quiet and well-behaved.

Registration

2. After children are studied in the institution, in the out-patient department, and in the clinic, or detected by the school psychologist, this information should be forwarded to a central office and there serve as a continuing census for the use of the State Welfare Department, interested social agencies, and the Department of Public Instruction. Through such a registry we can study the defective intelligently.

Education

3. The feeble-minded child, like the normal child, is entitled to an education up to the limit of his ability. In order to carry out a complete educational program there should be special classes in the public schools, to give the child instruction both in academic and in manual and industrial subjects.

Segregation

4. The institutional type of defective should be segregated as early as possible so that he may receive intensive instruction during the habit-building years. The earlier in life the defective is recognized and instruction started, the better are his parole possibilities later. It is almost axiomatic that a recognition of the feeble-minded child and his admission to a properly equipped institution at six years of age, intensive training in the academic studies in school until he is sixteen years of age, and ten years of manual and industrial training in the institution's shops should make possible a parole when he is about twenty-six years old. Habit-formation is an essential part of the training. It requires long and patient care, and while it is difficult to teach the feeble-minded, when once taught it is difficult for him to forget.

Supervision

5. Supervision may be roughly divided into follow-up work from the state institutions and community supervision. Since 90 per cent of the defectives are and will remain in the community, the social agencies and welfare organizations have a huge task of supervising them. Years ago it was observed that following the summer vacations certain defectives did not return to the institution. In looking up these children many of them were found to be holding positions, paying their bills, and

keeping out of trouble with the law and society. Following this discovery a number of institutions over the country began placing out those children who had been trained in good habits over a period of years. The report from their supervision showed the possibilities of placing out a still greater number, through colonization from institutions, and possibly through centers of occupation or supervised work in large cities. These steps toward a controlled community life for mental defectives are still experimental.

A good deal of the world's work must always be done by persons of low intelligence; there will always be need for "hewers of wood and drawers of water." Experience has shown however, that children of a lower mental age than eight years are not as a rule capable of self-direction. The lowest mental age at which the defective child can be self-directing in an institution is sometimes 8 years, but more commonly 9 to 9½ years. No chronological age can be given for return to the community, but it is safe to venture that no boy should be placed on parole until he is at least 21 or 22 years old, and the average girl probably not before she is 30.

Social supervision for the feeble-minded has come to stay. Parole in which the individual is carefully supervised and assisted in his adjustments to life is now well recognized as a desirable end.

The study of the defective is one of the biggest social problems of today. It should be met through the co-operation of the physician and the psychologist, the teacher, the parent, and community agencies. We need all the optimism possible. We need also to revise our conventional viewpoint, that all feeble-mindedness is hereditary in origin. Recent studies indicate that only about one-half of the cases have feeble-minded parents; the remaining one-half can be accounted for by birth and head injuries and diseases affecting the brain and spinal cord, especially in early life.

Selective sterilization must be mentioned in view of the wide interest now being given this surgical procedure. While this procedure possibly has a proper application in carefully selected cases with due medical, legal, and moral safeguards, its status still remains in the stage of research, early trial and controversy. Sterilization may prove to merit a limited application in the mental deficiency program, but it probably can in no sense be a substitute for segregation, training and community supervision.

PSYCHOTIC OR MENTALLY ILL CHILDREN

There are two great institutions of learning in which children live and have their being. The home is the more important. Modern thought recognizes that the mother and father must always be taken into consideration as "teachers" of the child. What the parent loves, hates, admires, deplores, and respects the child takes as a model for the conduct of his own life.

The public school is the one place where the community can most effectively promote mental health in its citizens. The school can help prevent the development of mental twists and habits that, if unrecognized, may lead to definite mental illness and to social maladjustments. It can discover children in need of special methods of instruction and treatment, such as the child with personality and behavior problems, the backward child, the feeble-minded, and the child who has a profound emotional problem following epidemic encephalitis (sleeping sickness). It can correct or compensate those lesser handicaps which, if ignored, might lead to dependency or delinquency. The school too should give attention to the child of superior mentality.

The proper care of the mentally ill child in the home and in the community is a growing problem. Anti-social behavior, even delinquency, does not necessarily imply mental abnormality on the part of the child. Behavior frequently represents a normal reaction to abnormal conditions in the home, the community, or the school. Often what is looked upon as willful misconduct is simply the child's reaction to an intolerable situation The modern approach to the juvenile delinquent is therefore not with the idea of finding actual mental illness, but with the thought of certain mental habits to be modified and others to be acquired through a development of stability, mental poise, and particular interests.

A program for psychotic children must cover the following needs:

Separate Hospital Care for Children

6. Social agencies are recognizing the great lack of adequate facilities in Pennsylvania for the placement of children with mental handicaps for observation, care, and treatment. With the increased knowledge of the needs of the mèntally ill child and

the fact that in many cases he will benefit by care in a mental hospital, the demand for such facilities in our state mental hospitals is bound to increase.

A comparison of the experience in caring for children in wards with adults, with that of taking care of children in separate buildings, has demonstrated clearly that there is a definite need for separate wards or buildings for children in mental hospitals. The child can there have the benefit of trained psychiatrists and psychologists sympathetic with his problem, and also of nurses and psychiatric social workers who have been trained in the care of mental patients. Here also emphasis is placed upon the treatment of children as individuals. The idea of "punishment" is eliminated, though a certain amount of discipline is of course necessary. This consists largely of depriving the child of certain things that give joy and pleasure, until the end is accomplished. Special facilities are needed for treatment, such as hydrotherapy and physiotherapy, in one form or another; exercise; occupational therapy; phsyical education; music and allied activities; and finally, schools. Included in physical education are activities such as gymnasium, which should include rhythmic movements; folk dances; marches and drills; and during the summer, playground activities. A swimming pool would also be a definite advantage in a children's building.

Co-operation between Psychiatrist and Court

7. Cooperation between mental hospitals and the courts should be encouraged. Judges who have had experience in dealing with children in cooperation with mental hospitals are usually quite sympathetic with the work. They frequently will commit a juvenile delinquent to the mental hospital for a period of a month or longer for observation and recommendations. In many such instances the judge is glad to accept the recommendation of the psychiatrist and to place the delinquent on probation with the social service department of the hospital, or with some social agency, instead of sending him to a correctional institution.

CHILD GUIDANCE CLINICS FOR PROBLEM CHILDREN

The child guidance clinic is a special organization for the study and treatment of problem children. It aims to make mental hygiene available to those children who are most in need

of it. It prefers to deal with children of normal or superior intelligence, but it is interested also in the mentally ill, the psychoneurotic, the delinquent, and the psychopathic child. Usually it does not accept feeble-minded children.

Problem children are defined as those children whose behavior is abnormal or out of the ordinary. Such behavior may exhibit itself in children of inferior, average, or superior intelligence. It manifests itself by queer or antisocial acts, by nervousness, temper tantrums, cruelty, hyper-sensitiveness, lying, stealing, difficulties in school, and other kinds of unusual behavior.

The Staff of the Clinic

The staff of the child guidance clinic is composed of psychiatrists, physicians, psychologists, social workers, and clerical workers. The director of the clinic, the psychiatrist, is especially trained in nervous and mental diseases and in problems of childhood. The physician is skilled in diagnosing physical diseases through the use of the physical examination and laboratory tests. The psychologist is prepared to make mental measurements, and to give a psychological estimate of the child's abilities and disabilities.

The Scope of the Clinic's Work

The complete examination and study of the child includes a careful history of the family background, and the health and activities of the child; a physical examination; a psychological examination, with data on educational progress, and special abilities; and the psychiatric examination covering the child's personality and experience, his instincts and emotions, and his behavior as a whole.

The child guidance clinic works sometimes directly with parents and children, and also through the professional groups in the community, since treatment for many problems of childhood becomes a community task The clinic assists the parent, the teacher, the social worker, the family physician, the judge, and the clergyman in gaining a better understanding of the causes of the child's maladjustment and in formulating a plan of treatment to bring about more satisfactory adjustment.

Pre-requisites to a Clinic's Success

8. A child guidance clinic is most successful when it is begun in a community which has previously prepared for it. Co-operation of the groups which are to use the clinic should be secured prior to the opening of the clinic. Continued financing of the clinic should be assured by a program which often involves the pooling of the personnel of co-operating agencies. In fact, a community should not establish a child guidance clinic until it can thus assure its success,—a question which can be decided only after careful consideration of all the available resources.

Before a child guidance clinic is initiated the community must be educated in matters of mental health and of the value of the clinic's work. It must be interested in the improvement of child health generally. A central group of intelligent and influential people might be organized as an executive committee, to be responsible for the education of the community and probably later to constitute the board of the new clinic.

The community should have adequate court facilities for adult offenders and agencies for handling family and child problems. There should be institutional and placement facilities for feeble-minded, mentally ill and delinquent children. Unless the facilities of the community are adequate for treatment the clinic can not be of real benefit to it.

The Co-ordination of Resources for Mental Hygiene

9. The community need not wait for a clinic in order to start doing good mental hygiene work with children. The intelligent use and extension of mental clinics operated by the State Bureau of Mental Health and local hospitals should be encouraged. Valuable use can be made of clinics of this type for diagnosis, treatment, and disposition of the usual run of adult patients who are mentally ill, feeble-minded, and psychopathic; juvenile cases of the same type; and a limited number of problem children. There should be an effort to co-ordinate the hospital, school, state, and general medical clinics in the community. In a word, the treatment facilities of the community should be extended as intelligently and broadly as possible The mental hygiene program in the school, outlined later, should be given whole-hearted support.

Psychiatric social work should be initiated in the community,

perhaps through employment of a trained worker by a local agency, or the institution of visiting teacher work in the public schools.

These mental hygiene activities constitute a valuable and necessary foundation for the clinic, and later can be turned to the clinic's uses in various ways.

Whether the clinic should be independent; or connected with a hospital, the court, or the school system; and how it should be financed are questions which must be settled when the community is prepared to give serious consideration to a definite plan.

MENTAL HYGIENE IN THE SCHOOLS

The school represents one of the most powerful agencies in the field of child welfare, for it touches practically every child and has jurisdiction over him in the important formative years. Some responsibility for the physical health of children was accepted some years ago as a part of the school program. Forward-looking schools are now making an effort to organize their resources in such a way that the emotional life of children may be directed. There is recognition that such direction is necessary if mental health is to be preserved, and if each individual child is to reap the full benefit of his educational experience.

Five outstanding school programs are recommended to meet this need.

A Reorganization of the School Curriculum

10. Instruction in public schools should be organized on the basis of the individual needs of the children.

    a. Further research in psychological testing and experimentation should be carried on.
    b. More special classes are needed in elementary schools, for subnormal and handicapped children, with special equipment and teachers.
    c. Trade schools must be developed for those not interested in or not equipped for academic work.
    d. Provision of rapid and slow moving classes should be made in Junior and Senior High Schools, that bright children may not be held back, and that slower ones may not be discouraged by failure.

The Need for Vocational Guidance

11. Further development of vocational and educational guidance is needed in order that the school life may bear a relation to the placing of young people in work adapted to their interests and abilities.

Mental Hygiene for Teachers and Nurses

12. Courses in mental hygiene should be provided for teachers and nurses. The attitude of the teacher toward the children's behavior is of crucial importance. The teacher who is aware that her own emotional attitude reacts inevitably on every child she teaches, can hope to develop the best in each child.

For students in State Teachers' Colleges and other teacher-training institutions courses in the development of personality and the problems of behavior are recommended taught by experienced psychiatrists and psychologists. For teachers in service, extension courses and lectures at teachers' institutes should be given.

Employment of Visiting Teachers

13. Visiting teacher work or school counseling should be developed. These social workers attached to the schools make thorough individual studies of children that seem unadjusted in their school life, and assist the home and the school in carrying out plans which will bring about a more satisfactory adjustment.

Development of Child Guidance Clinics

14. Clinic service should be available for all communities. To these the more serious cases should be referred for special study. Such clinics should be developed under state auspices for rural communities. For large school systems an economical and integrated program has developed, similar to the one which is working successfully in Newark, New Jersey. This plan involves a child guidance clinic under the Board of Education, with a staff of visiting teachers and with psychiatric and psychological service in the central office.

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